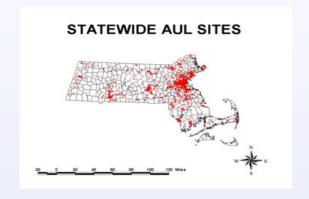
MASSACHUSETTS' Approach Toward Monitoring and Enforcement of Institutional Controls Wednesday, 05 April 2006

Institutional Controls Roundtable & Training Co-sponsors: EPA, ASTSWMO and ICMA April 4-6 – Tucson, Arizona



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Bureau of Waste Site Cleanup
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In Massachusetts

- A **Privatized** Waste Site Cleanup program for state sites established in 1993.
- Established a "Licensed Site Professional" (LSP) to manage cleanups on behalf of state.
- MA Institutional Controls implemented at Cleanup
 End Point (Response Action Outcome)
- Activity & Use Limitations or AULs are Massachusetts Institutional Controls.

Licensed Site Professional (LSP)

http://mass.gov/lsp/lsphome.htm

- An individual with a college degree in science or engineering who has:
- At least 5 years of experience conducting and overseeing hazardous waste site assessment and remediation at the decision-making level
- At least 8 years of total professional experience
- Good moral character
- Passed Board's exam (technical and regulatory)
- Continuing Education requirements

Three Types of AULs

Voluntary:

- 1. Notice of Activity and Use Limitation (~1,800)
- 2. <u>Grant of Environmental Restriction (~12)</u> Involuntary:
- 3. DEP-imposed Environmental Restriction (0)
- MassDEP "Guidance on Implementing Activity and Use Limitations" issued 5/1999

Grants v. Notices

Grants

- Greater control
- Legally enforceable contract
- Enforceable by DEP under MCP
- Subordination Agreements ensures priority of AUL over prior interests in property

Notices

- Lesser control
- Not a legally enforceable contract
- Enforceable by DEP under MCP
- No Subordination Agreements

Grants vs. Notices (cont.)

Grants

- Department review
- Subject to DEP audit
- Filing Requirements for DEP review
- Filing Fees
- Easements granted to DEP - access rights and rights to conduct investigations of Restricted Area and/or remediation activities

Notices

- No Department review
- Subject to DEP audit
- No filing requirements for DEP Review
- No filing Fees
- No easements granted to DEP
- No groundwater

The AUL Notice

- Document, recorded at the registry of deeds or registered with the land court
- Prepared and implemented in same manner as other real estate documents
- Provides Notice of residual OHM
- Specifies Permitted uses/activities
- Specifies Inconsistent uses/activities (GRANT = Restricted)
- Specifies restricted area
- Specifies Obligation and Maintenance Conditions
- Establishes duties to evaluate future proposed activities, site use change, and conduct response actions, if necessary



What Does a NOTICE Look Like?

NOTICE OF ACTIVITY AND USE LIMITATION M.G.L. c. 21 E. 86 and 310 CMR 40.0000

Disposal Site Name: <u>Titan Tool Company</u>
DEP Release Tracking No.(s): <u>3-0000</u>

This Notice of Activity and Use Limitation ("Notice") is made as of this <u>3rd.</u> day of <u>Inly.</u> 19 <u>97.</u> by <u>Titan Tool Company, Inc., a Massachusetts corporation having a principal place of business at 345 <u>Main Street. Steville. Massachusetts</u> 9999, together with its successors and assigns (collectively, "Owner").</u>

WITNESSETH:

WHEREAS, <u>Titan Tool Company, Inc.</u> of <u>Siteville</u>, <u>Essex County</u>, <u>Massachusetts</u>, is the owner in fee simple of that certain parcel of land located in <u>Siteville</u>, <u>Essex</u> County, Massachusetts, with the buildings and improvements thereon ("Property"):

WHEREAS, said parcel of land, which is more particularly bounded and described in Exhibit A, attached hereto and made a part hereof ("Property") is subject to this Notice of Activity and Use Limitation. The property is shown on a plan recorded with Essex County Registry of Deeds (Southern District) in Plan Book 150, Plan 10.

WHEREAS, a portion of the Property ("Portion of the Property") is subject to this Notice of Activity and Use Limitation. The Portion of the Property is more particularly bounded and described in Exhibit A-1, attached hereto and made a part hereof. The Portion of the Property is shown as the "AUL Area" on the aforementioned plan recorded with said Deeds in Plan Book 150, Plan 10:

WHEREAS, the Portion of the Property comprises part of a disposal site as the result of a release of oil and/or hazardous material. Exhibit B is a sketch plan showing the relationship of the Portion of the Property subject to this Notice of Activity and Use Limitation to the boundaries of said disposal site (to the extent such boundaries have been established). Exhibit B is attached hereto and made a part hereof; and

WHEREAS, one or more response actions have been selected for the Portion of the Disposal Site in accordance with M.G.L. c.21E ("Chapter 21E") and the Massachusetts Contingency Plan, 310 CMR 40.0000 ("MCP"). Said response actions are based upon (a) the restriction of human access to and contact with oil and/or hazardous material in soil and/or (b) the restriction of certain activities occurring in, on through, over or under the Portion of the Property. The basis for such restrictions is set forth in an Activity and Use Limitation Opinion ("AUL Opinion"), dated July 2, 1997, (which is attached hereto as Exhibit C and made a part hereof);

NOW, THEREFORE, notice is hereby given that the activity and use limitations set forth in said AUL Opinion are as follows:

- Permitted Activities and Uses Set Forth in the AUL Opinion. The AUL Opinion provides that a condition of No Significant Risk to health, safety, public welfare or the environment exists for any foreseeable period of time (pursuant to 310 CMR 40.0000) so long as any of the following activities and uses occur on the Portion of the Property:
 - Commercial and/or industrial uses and activities associated therewith, including, but not limited to, pedestrian and/or vehicular traffic, landscaping, and routine maintenance of

landscaped areas, which do not cause and/or result in the disturbance and/or the re-location of petroleum-contaminated soil located at 4 to 8 feet below surface grade;

- (ii) Short-term (three months or less) underground utility and/or construction activities including, but not limited to, excusation (including emergency repair of underground utility lines), which are likely to disturb petroleum-contaminated soil located at 4 to 8 feet below surface grade, provided that such activities are conducted in accordance with Obligations/Conditions (i) and (ii) in Section 3 of this Activity and Use Limitation Opinion ("Opinion"), the soil management procedures of the MCP cited at 310 CMR 40,0030, and all applicable worker health and safety practices pursuant to 310 CMR 40,0031.
- (iii) Activities and uses which are not identified in this Opinion as being inconsistent with maintaining a condition of No Significant Risk; and
- (iv) Such other activities and uses which, in the Opinion of an LSP, shall present no greater risk of harm to health, safety, bublic welfare, or the environment than the activities and uses set forth in this Paragraph.
- Activities and Uses Inconsistent with the AUL Opinion. Activities and uses which are inconsistent

with the objectives of this Notice, and which, if implemented at the Portion of the Property, may result in a significant risk of harm to health, safety, public welfare or the environment or in a substantial barrard area stallows:

- (i) Use of the portion of the property as a residence, school (with the exception of adult education), daycare, nursery, recreational area (such as a park or athletic fields), and/or any other use at which a child's presence is likely.
- (ii) Any activity including, but not limited to, excavation, which is likely to disturb petroleum-cortaminated soil located at 4 to 8 feet below surface grade associated with underground utility andor construction work, without prior development and implementation of a Soil Maragement Plan and a Health and Safety Plan in accordance with Obligations (I) and (ii) of Section 3 of the AUL:
- (iii) Any activity which is likely to disturb petroleum-contaminated soil located at 4 to 8 feet below surface grade for a period of time greater than three months, unless such activity is first evaluated by an LSP who renders an Opinion stating that such activity is consistent with maintaining a condition of No Significant Risk and that such activity is conducted in accordance with Oblications (i) and (ii) of Section 3 of this AUL:and
- (iv) Relocation of petroleum-contaminated soil located at 4 to 8 feet below surface grade, unless such relocation is first evaluated by an LSP who renders an Opinion stating that such relocation is consistent with maintaining a condition of No Signif carti Risk.
- Obligations and Conditions Set Forth in the AUL Opinion. If applicable, obligations and/or conditions to be undertaken and/or maintained at the Portion of the Property to maintain a condition of No Significant Risk as set forth in the AUL Opinion shall include the following:
 - (i) A Soil Management Plan must be prepared by a Licensed Site Professional (LSP) prior to the commencement of any activity which is likely to disturb petroleum-combanisated soil located at 4 to 8 feet below surface grade. The Soil Management Plan should describe appropriate soil management, characterization, storage, transport and disposal procedures in accordance with the provisions of the MCP cited at 3 10 CMR 400030 et sex. Workers who may come in contact with the petroleum-contaminated soil should be appropriately trained on the

J-1



Monitoring & Enforcement "A two-tiered Approach"

1. Public Notice and Outreach

2. Audits & Enforcement

PUBLIC NOTICE AND OUTREACH



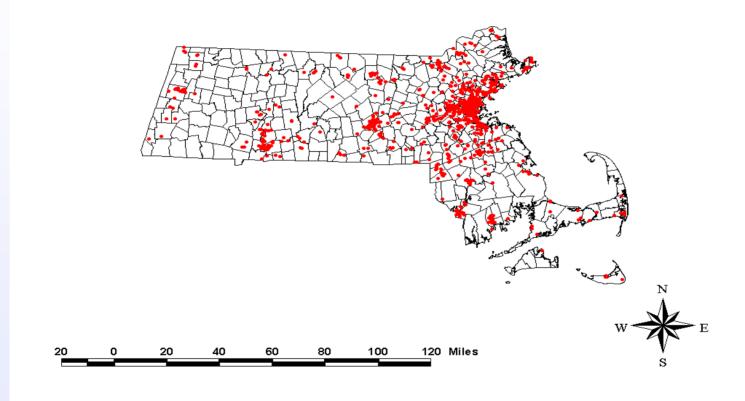




Massachusetts AULs

- Implemented at ~9% of waste sites achieving a Cleanup End Point or RAO
- 91% on commercial or industrial properties
- 9% on residential properties
- ~ 240 Towns/Villages across State (of 351 or 68%)
- ~ 100 filed each year (declining)

STATEWIDE AUL SITES



Registry of Deeds

- Notice filed in County where AUL located
- Keeps information in property title
- Requirement to include marginal references
- Requirement to reference in future deeds

Local Officials

- Must be provided in writing along with a complete copy of the <u>AUL Notice</u> within 30 days of recording/registering the AUL to:
 - Chief Municipal Official (CMO)
 - Board of Health (BOH)
 - Building Code Enforcement Official
 - Zoning Official



Legal Notices

- Where?
 - Published in local newspaper
 - Copy sent to local officials
- What?
 - Identifies the site
 - Party conducting the cleanup
 - How to get information



MassDEP Resources

Online:

http://www.mass.gov/dep/cleanup/sites.htm

- Sites Database
- List of AUL Sites
- GIS Data Layer



- Regional Service Centers File Reviews:
 - Western: Springfield
 - Central: Worcester
 - Northeast: Wilmington
 - Southeast: Lakeville



Site/Reportable Release Look Up

- RTN:
- . Site Name/Location Aid:
- Street: North
- City: ABINGTON
- . Status:
- Chemical Type:

Search Results

Release Tracking Number(RTN)	City/Town	Release Address	Site Name/Location Aid	Reporting Category	Notification Date	Compliance Status	Date	Phase	RAO Class	Chemical Type	Release Tracking Number(RTN)
4-0000314	ABINGTON	380 NORTH AVE N	HUMBOLDT PRESS		4/15/1987	RAO	8/8/1997	PHASE III	A3	Hazardous Material	4-0000314
4-0012246	ABINGTON	344-346 NORTH AVE	NO LOCATION AID	120 DY	5/28/1996	RAO	5/28/1996	NO PHASE	B1	Hazardous Material	4-0012246
4-0012602	ABINGTON	164 NORTH AVE	MOBIL SERVICE STN	72 HR	10/28/1996	RAO	1/9/1997	NO PHASE	A2	Oil	4-0012602
4-0013132	ABINGTON	201 NORTH QUINCY ST	JUNKYARD	TWO HR	7/1/1997	DEF TIER 1B	7/8/1998	NO PHASE		Oil	4-0013132
4-0013633	ABINGTON	385 NORTH AVE	JOHN STREET	120 DY	1/15/1998	RAO	7/6/1999	PHASE II	A2	Oil	4-0013633
T . 1 65 D 1	1										

Total of 5 Records Matched.





Massachusetts Department





Massachusetts Department



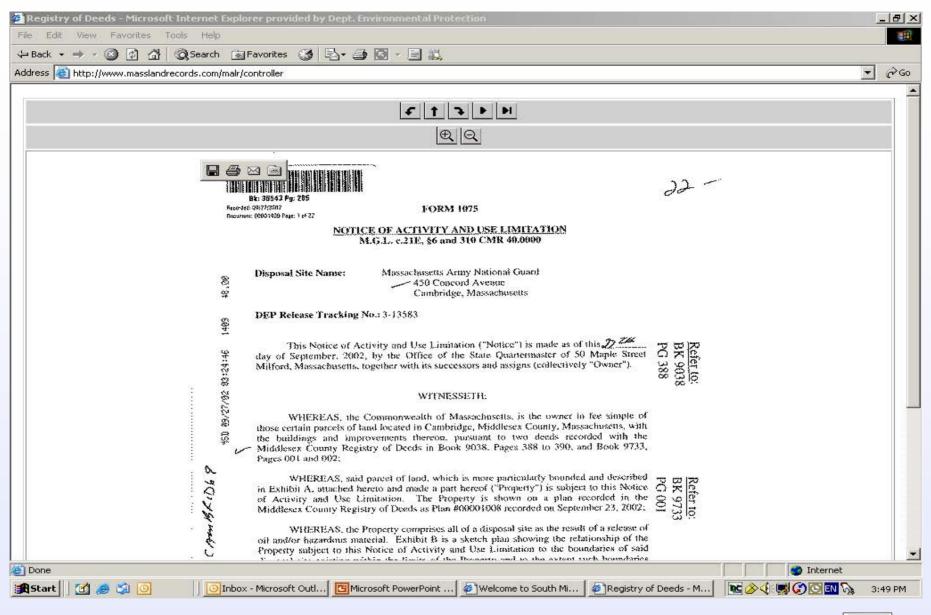
Registry Research

- Available Online:
 - www.masslandrecords.com
- Search By:
 - Owner
 - Location
 - Book & Page Number

[Example: BK/PG <u>36543/285</u>

Middlesex South County (Cambridge), RTN 3-13583]





Massachusetts Department

of –



AUDITS & ENFORCEMENT



AUDITS OF AULS

STATUTORY MANDATE

- M.G.L. c. 21E § 3A(0)
 - Mandates that MassDEP audit a minimum of 20% of all sites for which annual compliance assurance fees are required to be paid.
- Chapter 206 of the Acts of 1998 ("Brownfields" Legislation)
 - MassDEP shall perform a targeted audit on all sites at which an activity and use limitation has been implemented in order to ensure that response actions not overseen or conducted by the department are performed in compliance with chapter 21E and regulations promulgated thereunder. In the event the department determines that a targeted site is not in compliance with chapter 21E, it shall take any and all action it deems appropriate to enforce the provisions of said chapter.

REGULATORY REQUIREMENT

- 310 CMR 40.1100
 - MassDEP may initiate, at any time, a Random or Targeted Audit of any site subject to an Activity & Use Limitation.



ENFORCEMENT OF AULS

STATUTORY MANDATE (1998 Brownfields)

- M.G.L. c. 21A § 16
 - Allows MassDEP to assess a civil administrative penalty up to \$25,000 per day for "failure to comply with the terms of an activity and use limitation" per c. 21E

Audit Focus

3 Components:



Technical Work [RAO*]
Legal Instrument [AUL Notice]
Obligation & Maintenance Conditions [AUL Notice]

RAO = Response Action Outcome Statement or Close Out Report

Audit Goals & Tools

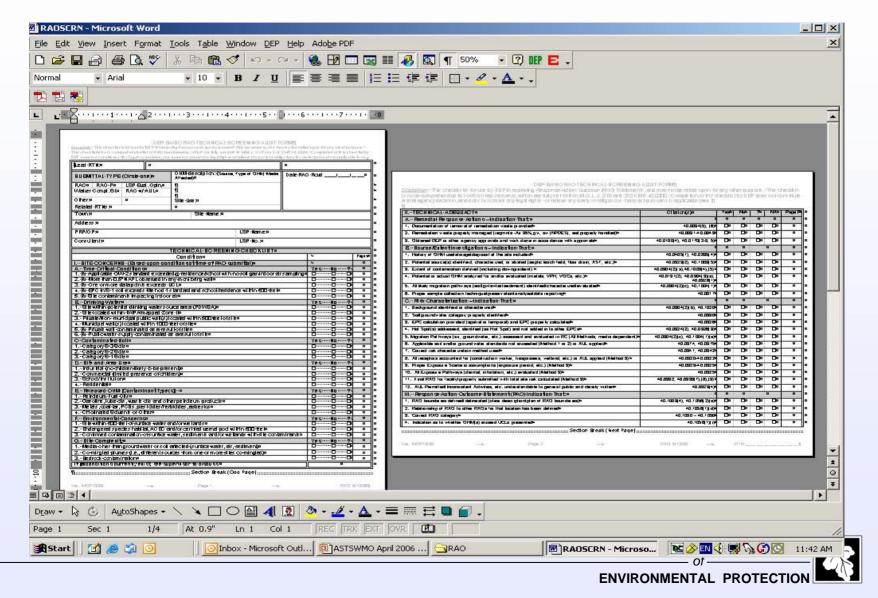
- File Review
 - 100% of Technical Work through
 L1 AUDIT FORM
 - 100% of Legal Instruments (NOTICE) through
 L1 AUDIT FORM
- Site Inspection
 - 50% of Obligation & Maintenance (O&M)
 Conditions through L2 Audit
- Comprehensively Review (Review + Inspection)
 - 20% of all components through L3 Audit

Technical Work Audit Criteria

Technical Adequacy of Response Action Outcome (RAO) documentation or End Point:

- Site Conditions
- Assessment
- Risk Characterization
- Source Elimination or Control
- Documentation

L1 Audit Form - RAO



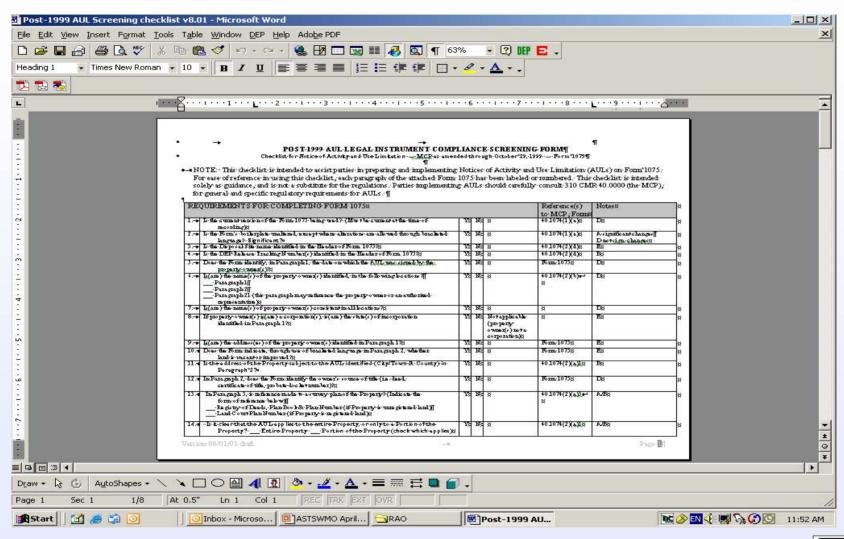
Technical Audit Results

- 50% of RAO's Required Follow-up Actions
- Follow-up Actions
 - 40% More Work
 - 10% Retraction

Legal Instrument (NOTICE) Audit Criteria

- Executed by the Owner
- Recorded or Registered
- Define AUL Area
- Permitted and Prohibited Activities
- Obligations and Maintenance Conditions

L1 Audit Form – AUL NOTICE



Massachusetts Department

Legal Instrument (NOTICE) Audit Results

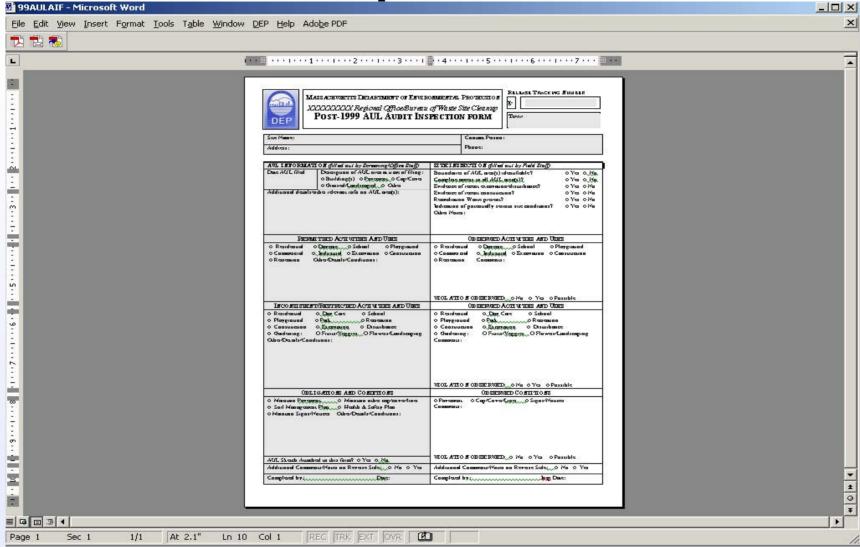
- 64% Required Follow-Up Actions
- Follow-Up Actions:
 - Failure to Define AUL Area
 - Not Authorized to Sign
 - Altered Notice (boilerplate in Regulations)
 - Language Unclear (e.g. "MCP speak")



O&M Inspection Audit Criteria

- Are Site conditions maintained in accordance with the AUL?
 - Intended Use of Property
 - Exposure pathways eliminated

O&M Inspection Form



Massachusetts Department

O&M Inspection Audit Results

- 80%+ in compliance
- Problems Identified:
 - Failure to Maintain Pavement or Cap
 - Excavation in AUL Area



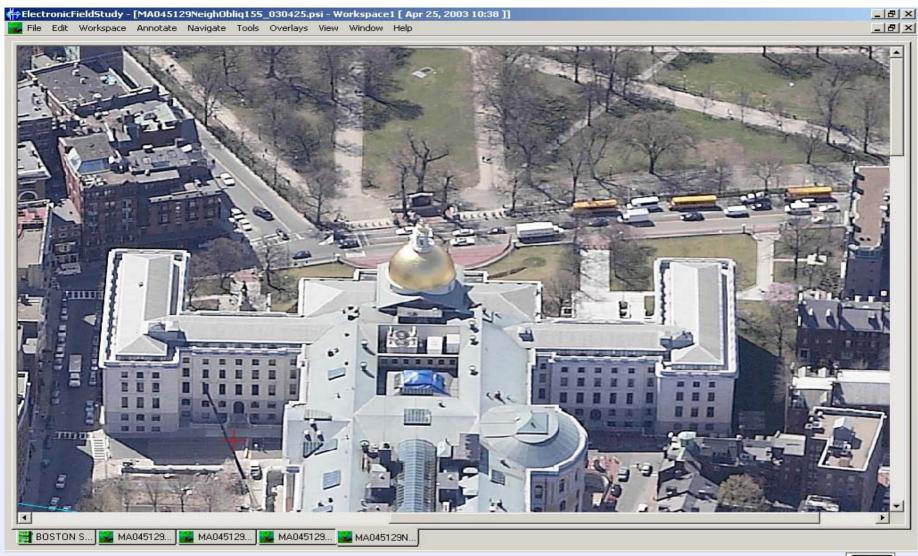
Long-Term Monitoring Program

- Developed an Internal "Re-inspection" Program
 - Intent to re-inspect sites every 5-years
 - And/or focus on "high concern" sites
 - Issue bi-annual inspection assignments based on last inspection date.

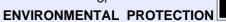
Monitoring Tools

- Re-use O&M Inspection Forms for ongoing inspections
- Use <u>Pictometry</u> complimented by GIS for "desktop" inspections
 - 2003 flyover
 - Allows pre-inspections of site
 - Helps prioritize inspections and resources

Pictometry Example (April 2003)



Massachusetts Department



Re-inspection Audit Results

- 24% identify violations
- Most common problem is "failure to comply with terms of AUL", which are primarily compromised barriers (when required) such as pavement
- Although there is "Higher level enforcement" exposure (\$\$\$), mostly involves "lower level enforcement" (warning).



MA "Wish List"

- Improve Tracking & Public Access
- Require Funding for Future Maintenance (e.g Paving)
- Increase Public Sector Roll
- Create AUL Permits
- Require Annual Reporting (e.g. ownership change)
- Include Dig Safe